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ABSTRACT

This is a descriptive and evaluative study of 8 consortia formed by urban institutions of higher education confronted with common problems of minority student recruitment, training of teachers for inner-city schools, and the need for academic expertise to help solve their economic and social problems. Findings show that consortia weaknesses stem from lack of adequate base financing, inadequate organization and top-level leadership, and lack of strong institutional commitment to the idea of cooperative programs. Notable exceptions to this finding occurred particularly where the consortium concentrated its efforts on 1 or 2 major program activities. Community participation in the programs and in the decisionmaking processes of a consortium also proved highly desirable. (HS)

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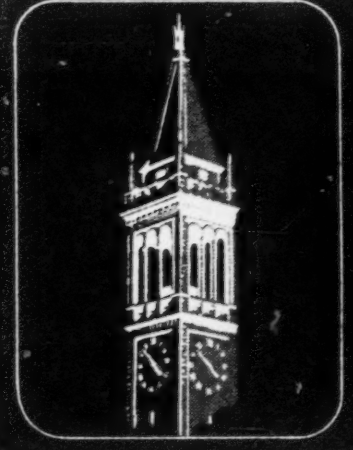

The Center for
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# URBAN HIGHER EDUCATION CONSORTIA

James Gilbert Paltridge

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Center for Research and Development in Higher Education

Berkeley, California 1971

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# CHAPTER I

## THE PROBLEM AND THE STUDY

The problems of the cities are becoming the problems of the colleges and universities located in them. Concerns about squalor, overcrowding, racial discrimination, and hopes broken by the poverty that perpetuates cultural and educational disadvantage no longer stop at the campus gates. Institutions of higher education are being asked to become involved with urban problems. Indeed, it is demanded of them by their students, faculty, and the blacks, Puerto Ricans, Native Americans who are their closest neighbors in the inner-city and who see education as the path to jobs and, more recently, a healthy sense of selfhood.

Education should begin with the very young if it is to break the cycle of poverty, undereducation, underemployment, and poverty. But the educationally and economically disadvantaged are of all ages, so postsecondary educational institutions must share the responsibility with primary and secondary schools for breaking this cycle. This responsibility goes beyond merely opening wider the doors of higher educational institutions. It requires the development of new programs to tap latent talents and create new careers that will be productive to the individual and to society. Colleges and universities must view the problems of the urban society as an area in crucial need of scholarship and expert public service.

Only the combined resources and the full range of postsecondary educational and training institutions within an urban metropolitan area can begin to fulfill the broad diversity of urban needs. How institutional resources can be pooled, coordinated, or mobilized for such an effort has concerned social planners, educators, and the governmental agencies seeking to use national resources more effectively in solving urban problems. Consortia and other formal (or informal) interinstitutional arrangements are not new to American higher education. Such organizations of institutions with common goals or common problems, whether located in close proximity or not have existed for several decades.

Six of the eight higher educational consortia described here, however, trace their origins to the years 1966 through 1968, when the nation experienced the "long, hot summers" of the ghetto riots and higher educational institutions, such as Columbia University and the University of California at Berkeley, confronted their run-down neighboring communities. Some colleges and universities located in urban centers perceived the need to build bridges to their neighbors--to demonstrate *visibly* that they were regarded as constituents and that the collegiate organization could and would respond to their problems.

A few of the major foundations took an interest in the relationship of urban colleges to the urban community, and some exploratory studies were funded. Several federal agencies, principally under the Departments of Housing and Urban Development (HUD), Health, Education, and Welfare, and Labor, were developing numerous programs (often overlapping and conflicting) aimed at bettering the conditions of urban life. Many such programs sought to involve the urban higher educational institutions as a source of expertise for investigating and dealing with social problems. Federally sponsored programs that related directly to the colleges included the various Economic Opportunity Programs for admitting minority students and attempts

to develop vocationally oriented (more "relevant") educational programs, including the special training of ethnic minority people as teachers, assistant teachers, and counselors for ghetto schools.

Stimulated by the availability of extra-institutional funds, many institutions developed urban studies departments to offer instruction in urban problems and use the neighboring communities as "laboratories" for research on and development of new social programs. However, the extra-institutional funds were spread through a confusing mass of uncoordinated agencies with specialized goals. The new federal administration in 1970 attempted to coordinate or consolidate some of these programs, but the net effect in many cases was curtailment of funds available to colleges and universities in urban centers. The few consortia for urban study and service depended largely on whatever funding sources they could find for programs they had planned. In most cases, they received very little direct financial support from the funds of their institutional members.

In 1968 some directors of special urban consortia, who had been meeting with a larger group of more conventional consortia, sought to develop closer ties with other consortia located in major metropolitan centers, with a major interest in urban higher education and research and development activity. These six consortia formed an informal association and met together on several occasions to exchange information and ideas.

This small group of urban study and service consortia, plus two others, were studied to describe and compare the organizational forms, funding sources, and types of activity of each. It was hoped that such a comparision would be helpful to these urban consortia and to institutions considering such arrangements.

The investigation was conducted through informally structured interviews with executive directors and staff organizations, with several members of each board of directors, with some or all of the

institutional representatives to the consortium, and in some cases with community leaders who were associated with the work of the consortium. Basic data was gathered under five categories: 1) the organization of the consortium, the historic circumstances of its founding, and its stated goals; 2) the extent and manner of community participation in educational and public service decisions; 3) the types of cooperative educational programs undertaken by the consortium; 4) the types of programs aimed at broadening access to higher education for minority and educationally disadvantaged students; and 5) the types of cooperative research and public service programs. In most cases, the interviews took place in visits of several days in each city, and call-back interviews were made in some of the cities where new programs had developed or other changes made in the consortium's activity.

Each consortium is distinctive in nature and purpose, for each has been formed on the last of its own urban community and reflects the character and institutional commitment of its members. Yet the problems common to inner cities and the general inaccessibility of education to minority and disadvantaged students evoke similar concerns and statements of goals among most of the consortia studied. However, their approaches to these problems and goals are diverse, and it is not always possible to generalize on the basis of particular experiences or successes. In Chapter III, the author summarizes the findings and attempts to pinpoint the reasons for apparent successes and weaknesses among the consortia.

The appendixes provide information to enable the reader to make further inquiries of the consortium directors or to identify various funding programs mentioned in the following chapter. They also include a list of federal programs that may be administered by consortia as well as references to further information.

# CHAPTER II

# THE CONSORTIA

## HIGHER EDUCATION CENTER FOR URBAN STUDIES (HECUS)

### *Formation, Goals, and Administrative Organization*

The HECUS in Bridgeport, Connecticut, was formed in November 1968 as a consortium of four institutions located in greater Bridgeport and designed to served the southwestern Connecticut area. The original members were University of Bridgeport, Fairfield University, Sacred Heart University, and Housatonic Community College. They were joined later by the Bridgeport Engineering Institute, a private evening school institute sponsored primarily by local industrial firms and authorized by the state to grant associate degrees in mathematics and engineering and a bachelors degree in electrical and mechanical engineering. The consortium maintains working relationships with other institutions in this part of the state, including Norwalk Community College, Norwalk State Technical Institute, Western Connecticut State College, and the Stamford campus of the University of Connecticut. Membership is open to any institution of higher learning in the southwestern Connecticut area.

The consortium was formed when the University of Bridgeport received federal and local funding for an urban studies program. At that time the university also responded to a suggestion that an

interinstitutional organization be formed to coordinate work on this and other urban-oriented programs then being developed in the Bridgeport area. A local foundation provided a grant of $60,000 to help finance the formative (three) years of the consortium. As this grant was phased out, the member institutions have taken over responsibility for the basic costs of the consortium office and staff.

The purposes of the organization, as set forth in the bylaws, are paraphrased as follows: 1) to coordinate research efforts in the field of urban problems; 2) to initiate, channel, and expedite the efforts of the member instituions in their service to urban activities in the area; 3) to provide a center through which student learning might be enriched by closer association with urban problems, especially through utilizing the community as a laboratory resource; 4) to relate the institutions of higher education to the needs of the community; and 5) to develop financial support for appropriate urban studies.

The consortium's decisionmaking body, the board of directors, is made up of 15 representatives of the member institutions. Each institution appoints three representatives--the president or his designate, a senior administrative officer, and a faculty member. The executive director of the consortium is a nonvoting ex officio member of this board. The organization is incorporated. It is housed in offices rented from the University of Bridgeport, which also handles all accounting work and other fiscal administration of contracts in the name of the consortium, charging a nominal fee for services.

Interim business of the board is handled by an executive committee, consisting of the presidents of the member institutions, and an administrative committee made up of the senior administrative officer members of the board.

Three standing committees are advisory to the consortium. The advisory council meets quarterly or upon call of its chairman, who is also chairman of the board of directors. The 12-member council is permitted to increase its membership to 16. Council members are key industrialists, bankers, and political figures in Bridgeport and southwestern Connecticut. In addition, a neighborhood advisory council has been appointed by the consortium's board and consists of members of neighborhood coordinating bodies of various poverty and ethnic minority programs currently operating in the greater Bridgeport area. A student advisory council consisting of 15 members--the student body president, the president of the Black Student's Union, and the editor of the campus newspaper from each institution--is responsible for coordinating consortium activities related to students in the member institutions.

The executive director and his administrative assistant are appointed by the consortium's board of directors. However, they are still technically in the employ of the Bridgeport YMCA to keep the consortium free of criticism for direct political involvement. The city of Bridgeport contributes $7,000 annually toward salaries for the two administrators through a contract between the city and the YMCA for the director to serve as consultant to the city. In addition, a contract exists between the HECUS and the YMCA for those two persons to serve as director and administrative assistant of the consortium. The mayor of the city serves as a member of the advisory council of the consortium.

*Community Input*

This consortium operates as the liaison between the member institutions of higher education and the community at large, including the political units; the organizations conducting special programs, such as Model Cities and other community action programs; the voluntary organizations in health, education, and welfare fields, such

as United Community Services, the local boards of education, and the Urban Coalition. The clientele of the consortium is very broad, encompassing the whole educational system, the minority and poverty groups, and the industrial and civic organizations.

The consortium has a broad range of programs and projected activities that extends the services of member institutions to all of these community groups. The close involvement with community affairs is explained in part by the fact that the director of the consortium has been active in educational and civic affairs in this field for some time, predating formation of the consortium in 1969.

The consortium staff coordinates educational opportunity programs of the educational institutions and serves as the liaison with the neighborhood coordinators of various poverty programs. The consortium coordinates an active Urban Corps, a local job program under the college work-study program, which provides for work opportunities for college students in municipal government positions. The neighborhood advisory council meets regularly and is actively involved in projects of the consortium. However, none of the advisory groups participate in policy decisions of the consortium, whose board consists *only* of institutional representatives.

*Cooperative Educational Programs*

Since its formation in late 1968, this consortium has been increasing the amount of cooperative work between the member institutions on educational and research programs. The organization functions as a coordinating and expediting agent between the administrators and faculty members of various member institutions. Shortly after the consortium was formed, it compiled an inventory of curricula and individual courses dealing with urban problems offered at each of the member institutions. This was the first

step in the organization's program to aid and encourage the development of more educational programs to meet the needs of the community for expanded educational opportunities and for more occupational training programs. Unwarranted duplication of efforts has been discouraged, and several new offerings in cultural education and occupational training have been introduced. Some of these are made available to students from the other member institutions. One example is a new program in Afro-American cultural heritage, which is a joint effort of all member institutions. This has taken the form of a series of lectures and special events for students and other members of the Bridgeport community.

While joint faculty appointments have been discussed, inherent technical problems in arranging an appointee's promotion and tenure privileges have deterred launching an interinstitutional teaching project.

*Broadening Access to Higher Education*

Although broadened access to higher education was not one of the consortium's original goals, the consortium has been active in coordinating and seeking funding for individual institutional programs. With other institutions in southwestern Connecticut, the consortium has been instrumental in forming a committee of admissions officers to develop an open admissions policy under which *all* graduates of high school academic (but not vocational) programs in the target neighborhoods of the Bridgeport poverty programs will be assured admission to at least one of the cooperating institutions. Scholarship funds for these students come from several different federal and local programs.

Two institutions (Fairfield University and University of Bridgeport) have programs of remedial education wherein selected eighth-grade students in disadvantaged neighborhood schools are

brought to the campuses for summer programs and for special events during the winter. Those who take part throughout their high school careers are then guaranteed a seat at one of the institutions with full tuition scholarships. A third (Sacred Heart) is now considering such a program. Target neighborhood people would help select the students.

The Fairfield program is funded under a special grant from the Office of Economic Opportunity (OEO) for men students referred by neighborhood councils and the board of education. Students are then given scholarhsips provided by the university. The Bridgeport minority scholarship program was launched under a gift of an anonymous donor plus a grant from the State Department of Community Affairs through the local Community Action Program agency. Dropouts from these programs are counseled to technical training programs available in the area, and experience has shown that most of them enroll and continue with this training. The Model Cities Program is active in arranging for funding the training programs.

Housatonic Community College is involved in a New Careers program funded through the Department of Labor and administered by the Action for Bridgeport Community Development (Concentrated Employment Program) whereby a number of underemployed individuals (currently 100) are enrolled for upgraded career training. They are also provided medical assistance if this is needed. These people are stationed as intern-trainees in public service agencies and, if successful, employed by these institutions. In addition, the community college runs an Urban Professional Assistants Program for training people employed, or who seek employment, in various urban programs. This program, terminating with an associate degree, is funded under Title I of the Higher Education Act of 1965 through the State Commission on Aid to Higher Education.

*Cooperative Research and Assistance to Urban Communities*

The Bridgeport consortium, from he time of its founding, has been closely geared with the programs of several community welfare action programs in the Bridgeport area. In a very significant way it has become the focal point of coordination between the community and its poverty-related programs, and the institutions of higher education. It is concerned with all programs in which the institutions have initiated activity either individually or jointly through the consortium, as well as programs initiated by others but to which educational institutions are lending their expertise and other resources.

The education committee of the Urban Coalition of Greater Bridgeport engaged General Learning Corporation to conduct a study of innovative educational programs which the community might undertake in its efforts to improve primary and secondary school education. The corporation also was asked to make recommendations on how to overcome intercultural imbalances between inner-city and suburban schools, how to encourage participation of the communities and their neighborhoods in school affairs, and how to open lines of communication between cultural groups on matters affecting the education of their children. The consortium institutions' schools of education lent their expertise and counsel, and the consortium director coordinated the study project. Any community educational programs initiated as a result of the study will be coordinated through the office of the consortium.

The consortium organization was selected to conduct ongoing research and evaluation of the Bridgeport Model Cities Program. Faculty members from each institution, as well as neighborhood residents and outside consultants, are employed to work with the project director, who is employed by the consortium.

The consortium has been funded to operate the Regional Training Office for Head Start by the Office of Child Development. This program, which provides the staff services to 23 Head Start programs in Connecticut and Rhode Island, uses the resources of the schools of education of the member institutions and, more particularly, the University of Bridgeport, which has contracted to run the Career Development Program for Head Start employees in Connecticut.

An Environmental Studies Institute has been organized, with funding from local municipal and corporate sources, for a study of the two major harbors and the water systems that feed them in Bridgeport City proper. The program is under coordination by the consortium and involves faculty and students of the member institutions. The program is being developed in collaboration with the Mayor's Advisory Council on Conservation.

The consortium received a grant from the U.S. Office of Education to fund interinstitutional programs of faculty research in areas of urban problems, such as minority group relations; educational problems of disadvantaged students; and development of health, welfare, and rehabilitation programs; Model Cities; and citizen participation. The program, which provides for the creation of the Connecticut Consortium on Research and Development (CONNCORD) involves all of the institutions of higher education in Fairfield County and the coordinating health, education, and welfare bodies in the Greater Bridgeport area, including Model Cities, Community Development Action Plan, the CAP agency, Title III of the Educational Services and Equipment Act (ESEA) education coordinating body, the United Community Services, and the Greater Bridgeport Mental Health Council.

Under a grant from Model Cities, the consortium is in the process of developing a Career Ladders Program for people employed in agencies serving the Model Cities area. The grant, which will

provide for faculty teams of five from each member institution plus five members from the neighborhoods, will meet over a period of six months to try to develop effective programs and innovative academic curricula to meet the needs of the residents of this community.

In addition, the Urban Corps of Greater Bridgeport is funded to provide for 20 college work-study students in the member institutions to work in special job assignments in the city of Bridgeport. Students assigned to this are reimbursed through the college work-study funds available to the member institutions, with the balance being paid by municipal funds. A student of one of the member institutions serves as director of the project.

Four faculty members have been employed by the consortium at a small stipend to develop proposals for major activity in four areas: 1) educational research; 2) the Environmental Studies Institute; 3) development of a regional data bank using the computer facilities of the University of Bridgeport; and 4) a regional cultural program involving all of the institutions of higher education.

## CHICAGO CONSORTIUM OF COLLEGES AND UNIVERSITIES

### *Formation, Goals, and Administrative Organization*

The Chicago consortium was founded in 1966 for the initial and still primary purpose of training graduate students from ethnic minorities for teaching in the neighborhood schools in Chicago. Administrators of the Teachers' Corps program (U.S. Office of Education) had suggested to one of the Chicago colleges that a consortium be formed of the Chicago institutions that were doing most of the training for certification of primary and secondary school teachers. At that time, five institutions accounted for approximately 85 percent of the teacher training in Chicago. As a consequence of this suggestion, the Chicago consortium was formed by Northern

Illinois State College, Chicago State College, DePaul University, Loyola University of Chicago, Concordia Teachers College, and Roosevelt University.

In February 1968 the consortium was incorporated with a broadened purpose of fostering cooperative activity in the area of intercollegiate research and teaching, and to aid the development of national, state, and local programs in urban and community education for the purpose of improving and innovating learning and teaching. Activities of the consortium since its founding have been largely confined to the primary goal of preparing teachers from minority ethnic groups.

The decisionmaking body of this consortium, the board of governors, consists of six members, one representative of each member institution chosen by the institution. The administrative or academic rank of these representatives is not specified, and currently the board contains one president, one vice president, three deans, and one faculty member.

Two standing committees were created in December of 1969. One, the institutional committee, is composed of chairmen of the education departments (or their representatives) of member institutions. It proposes programs and new projects to the consortium, recommends teaching staff, approves course content, and carries out review and evaluation of the program. This committee works directly with the program director and serves as the primary supervisory and decisionmaking body for the program. The second committee, the advisory committee, is composed of concerned community representatives. It generally meets with the institutional committee to plan and develop programs. Its recommendations are made available to the board of governors.

Basic operating costs of the consortium are provided in the adminstrative allowances in the federal and other program contracts.

The consortium's articles of incorporation provide for member assessment, but so far this has not been exercised. Overhead allowances on the various programs funded to the consortium have built up a modest reserve, which has been accumulated for use in funding future programs for which foundation or federal funding may not be available. The executive director of the consortium is the director and chief academic officer of the Teacher Corps, funded by the U.S. Office of Education.

*Community Input*

The principal clientele of the Chicago consortium is the college-trained young people from minority (primarily black) ethnic groups who can be recruited for elementary and secondary school teacher training and other career programs in the ghetto areas of the city. The clientele also includes community groups in metropolitan Cook County, which are interested in educational improvement.

These training programs have become quite visible to the black community. Community input to the planning of these programs has been strengthened since 1969 when Operation Breadbasket (Southern Christian Leadership Council) protested that it or other black groups had not been consulted in the planning for their schools and complained about the quality of the teacher training. Community participation in planning and developing projects is now provided through an advisory council, which includes representatives of minority groups. Minority opposition to subsequent programs has largely disappeared. This is due largely to the action of the board of education, urged by the consortium, to resolve the economic and certification problems of 4,500 black temporary teachers in the school system.

*Cooperative Educational Programs*

The schools of education of the six institutions in this consortium account for 85 percent of the teacher training done in the Chicago area. A committee under the direction of the consortium board developed the joint planning of this program, which is aimed primarily at training members of the dominant minority communities in the Chicago area to teach effectively in the inner-city schools. The entire program, including curriculum administration and program supervision, is conducted by the consortium's board of governors. All instructors, some on loan from member institutions, are on the payroll of the consortium.

Trainees are registered at their choice of any of the member institutions. This "home institution" provides the individual counseling and guidance, keeps the students' academic records, and awards the degree or certificate upon completion of the program. The consortium devises the course offerings and chooses the faculty. Classes are held on member campuses or frequently in classrooms in the public schools. Student interns enjoy the privileges of regularly enrolled students on each member campus, including access to their libraries, student unions, and other student services. The Chicago Board of Education provides the practice-teaching classrooms and part-time employment of the student teachers.

The consortium's federally funded Teachers Corps program is supplemented by another program funded by Ford Foundation with matching funds from local resources to train teachers for inner-city schools. It is similar to the Teachers Corps in operation.

The consortium conducts a Veterans in Public Service program sponsored by the Teachers Corps as a pilot program. In this undergraduate program veterans interested in a teaching career attend college under the Educational Assistance for Veterans Act (G.I. Bill) and receive an additional stipend from the local school board for

working as teachers' aides in the Chicago schools. All participants spend half of their time in the community as on-the-job interns and half of their time in classroom work. The program is administered and directed by the consortium, and courses are conducted by the Chicago State College School of Industrial Education.

In 1969 the consortium undertook administration of a team teaching project with school systems throughout Cook County. The purpose is to train primary school teachers in techniques of team teaching and offer classroom experience in these techniques. The program is funded under a federal Education Professions Development Act grant to the Cook County School Department.

The recent educational project of the consortium has been Training Teacher Trainers (Education Professions Development Act of 1967). Under this program the consortium is developing several teacher training centers in the city of Chicago. These are staffed by faculty members of the member institutions and employees of the consortium.

Looking to the future of the consortium and its work with jointly conducted educational programs, some of the institutional representatives visualize the possibility of a six-institution graduate school of education similar to the well-known Claremont Colleges pattern. Perhaps a less distant objective may be realized--that of forming an interinstitutional college of ethnic studies. Several of the member institutions now offer a few courses in this area and some would like to be able to expand their offerings through some type of student interinstitutional exchange such as is now offered in urban studies by the members of the Washington, D.C., consortium.

*Broadening Access to Higher Education*

The consortium itself has not undertaken a general program of minority student recruitment. However, the member institutions

each have their own Economic Opportunity Programs. Since a primary focus of the member institutions, as well as of the consortium is on teacher training (a graduate level activity), most recruiting is focused in this area. The Teachers Corps administrative office refers to the consortium the names of applicants from the Chicago area. The consortium then chooses from these the number they have contracted to train.

*Cooperative Research and Assistance to Urban Communities*

This consortium is not engaged in community action programs other than to conduct the educational and training programs for ghetto school teachers, which was discussed in the preceding section.

## CLEVELAND COMMISSION ON HIGHER EDUCATION

*Formation, Goals, and Administrative Organization*

The Cleveland Commission was founded in 1956 as a voluntary organization of all fully accredited colleges and universities in the greater Cleveland (Cuyahoga County) area. At that time, these were all private institutions. With the founding, some 10 years later, of two public higher education institutions in Cleveland, membership was broadened to include them. Present members are Baldwin-Wallace College, Case Western Reserve University, John Carroll University, Cleveland State University, and Cuyahoga Community College. Associate memberships are held by Notre Dame College, Saint John College of Cleveland, and Ursuline College.

The consortium's goals are: 1) to gain increased financial support for higher education in Cleveland including corporate, foundation, state, and federal support programs; 2) to encourage the development of educational programs relevant to community needs; 3) to offer the means of coordinating administrative and instruc-

tional programs so as to make most efficient use of available resources; and 4) to maintain communications and contact with the Ohio State Legislature, the Ohio Board of Regents for Higher Education, and with the national Congress and federal agencies.

The consortium is incorporated. Decisionmaking powers are vested in a board of trustees of 13 members, 5 of whom are presidents of the full member institutions and 8 of whom are prominent lay citizens of the community. Most are also trustees of one or more of the member institutions or trustees of one or more of the private foundations located in Cleveland. The three associate member institutions are represented on the board through the president of John Carroll University.

Half of the basic funding for the consortium office and staff is provided by foundation and industry contributions. The institutional members provide the other half through annual assessments. The institutional assessments are calculated on a formula whereby half of the amount is divided among the members in proportion to their student enrollments and the other half is divided among the members in proportion to the size of each institution's instructional budget.

*Community Input*

While in the broadest sense, this consortium looks upon the whole Cleveland community as its service clientele, the emphasis is more on service to the institutions themselves and to the private foundations that support programs of the institutions.

Service to the community is considered mainly in terms of coordinating private funding for higher education institutions and (as defined by one trustee) "encouraging the most efficient use of private and public tax dollars." The commission is concerned primarily with such matters as cooperative fundraising, discouraging duplicatory educational services offered by the colleges and univer-

sities, and encouraging joint efforts in areas such as teacher training. Although several attempts have been made by the consortium to organize minority student recruitment and educational programs to benefit disadvantaged students, they have not been successful.

The commission's work is not particularly visible in the community at large. Among many groups, including the faculties and middle level administrators of the member institutions, the services of the commission are confused with the work of the Associated Foundations of Cleveland. In fact to many persons, including some members of the mayor's staff, the two are thought to be the same organization.

Community input to the commission is almost exclusively through the lay trustees (majority) on the board. These are the influential industrial and philanthropic leaders of the community.

*Cooperative Educational Programs*

In 1964 the Cleveland Commission and the Cuyahoga County School Superintendent's Association, under funding from local foundations, conducted a study of teacher education in Cleveland and set forth 34 specific recommendations for improving teacher preparation in colleges in the Cleveland area. The commission then organized a consortium of local schools and teacher preparatory colleges to carry out these recommendations. Under funding from the Coordinated Research and Development Program of the U.S. Office of Education, a planned three-year program of research, innovation, and evaluation was undertaken. Major outcomes of this project have been: 1) a student teaching handbook, *Toward Improved Student Teaching*, for use by the 14 colleges and 34 school districts involved in student teaching in Cuyahoga County; 2) a film strip and a 30-minute color film for orientation of cooperating and supervising teachers; 3) a research report analyzing student teaching in the Cleveland metropolitan

area, which has been published and distributed to school and college personnel; and 4) a student teaching newsletter, which is distributed to over 2,000 individuals in colleges and schools. Further exploration of innovative ideas among the participating schools and colleges is now going on. Upon completion of the original grant, a continuing program to stimulate ongoing innovative teacher education has been funded by a local foundation.

A group of faculty members and administrators has been exploring the possiblity of combining personnel and material resources so that certain courses or study programs in ethnic studies might be made available to students on an interinstitutional basis. This effort, however, has not been successful; tentative proposals have not been approved by the presidents of the institutions represented on the commission's board of trustees. The private institutions point to the considerable difference in tuitions and student costs, and the public institutions have their own programs for minority students.

This consortium, since it founding, has aimed to provide continuing study of course offerings and developments of new departments among member institutions with a view toward discouraging wasteful competition and unwarranted expenditures caused by duplication of offerings among the member institutions in areas of limited demand or limited need. This policy prevented formation of a second law school in Cleveland, but the commission has found it impossible to regulate the more routine competitive practices of the institutions.

*Broadening Access to Higher Education*

The recruitment of minority students is not one of the stated goals of the consortium, but it is an area of responsibility in which some member institutions have shown some concern. The two public institutions and Baldwin-Wallace College have accepted the largest responsibility in this area, though Case Western Reserve does oper-

ate a small Educational Opportunity Program for selected minority students. Cuyahoga Community College and Cleveland State University operate (separately) their Talent Search programs. The Cleveland State University program is more selective than that of the community college and attempts to tie minority students to work-study programs in cooperation with private industry. Unfortunately, CSU and the private institutions all tend to look to Cuyahoga Community College as the institution to which they can shift the bulk of their responsibility for broadened access to higher education for disadvantaged and minority groups.

The Cleveland Scholarship Program, operated by a civic organization with local foundation funding, has been in operation for several years. This program is mainly concerned with placing scholarship recipients in residential colleges, and the program diverts most black students from Cleveland to Central State University, Kent State, Ohio University, or to a few private residential colleges outside the Cleveland area. It grants about 700 scholarships a year, on the basis of need. The Cleveland higher educational institutions have not played an active role in this program. Neither the private institutions nor the commission have given leadership to a program of recruiting Cleveland minority students to Cleveland institutions.

*Cooperative Research and Assistance to Urban Communities*

This consortium originated as an administrative and coordinating office through which private philanthropic foundations and the business-industrial community could become better acquainted with the fiscal needs of the private colleges and universities in Cleveland and, thus, better organize their annual support contributions. Its aim was to ensure that high quality higher education would be available in Cleveland. The organization was later instrumental in getting a public two-year community college established. In this way, the consortium has served the community by organizing

support for the institution. It has not, however, been an instrument for organizing programs wherein the resources of the educational institutions are pooled for direct assistance on community problems in the manner of several of the other consortia studied.

## GREATER LOS ANGELES CONSORTIUM

### *Formation, Goals, and Administrative Organization*

The Los Angeles consortium was formed in September 1968 with an enabling grant from the Rockefeller Foundation. The consortium was dissolved in spring 1971, because the members were not able to finance the basic costs of the consortium organization and no self-supporting programs had been developed to sustain the organization. The original impetus for the consortium came from a group of faculty members of several Los Angeles area colleges. These faculty were interested in the development of urban studies and research and were encouraged toward cooperative endeavors by the president and some faculty members at California State College, Los Angeles. Other colleges joined with the initial group so that soon after its founding the consortium had eight institutional members. The two dominant universities in the Los Angeles area (the University of California, Los Angeles, and the University of Southern California) had begun to develop major urban affairs programs of teaching, research, and service, and this consortium of smaller universities and colleges was an attempt to develop for their students and faculty joint programs that could match in size and effectiveness the efforts of the two larger insitutions. UCLA and USC were not members of the consortium.

The consortium was formed as a nonincorporated association with a board of directors of 14. Each institution was represented by its president and one faculty member concerned with urban affairs.

The institutional presidents did not regularly meet with the board, but an occasion was arranged once or twice a year when the presidents were present and were given a report on consortium activities.

In 1970 the consortium organized two standing committees which, under direction of the board, were empowered to initiate and conduct programs of the consortium. However, they did not exist long enough to become operational before the organization was dissolved. The urban studies committee was formed to develop on-campus instructional programs related to urban problems. It was made up of one faculty member and one student from each member institution. The urban affairs committee was formed to develop community service and research programs which would use the urban community as a laboratory. This committee was made up of one faculty member and one student from each member institution and eight community representatives among whom were prominent civic leaders and representatives of poverty and minority groups in the greater Los Angeles area.

*Community Input*

This consortium was formed primarily to serve the faculties of the member colleges by drawing up proposals and seeking funding for urban research and instructional projects. Service to the metropolitan urban areas of Los Angeles County was not, in itself, a priority goal. While advice from community representatives was sought, particularly after the 1970 reorganization, it was primarily advice from prominent industrial and civic leaders rather than inputs from the racial minority and disadvantaged clientele to be served.

*Cooperative Educational Programs*

Each member institution offered some instructional programs in urban problems, but the goal of sharing these programs with students of other institutions was never achieved. This was primarily

because of the tuition differential between the public and private institutions and because of the geographical distances between member institutions. The consortium director attempted unsuccessfully to break these barriers by organizing a three-day intercollegiate faculty conference on urban studies in May of 1970 with funding by the National Science Foundation. Faculty members from the consortium institutions occasionally delivered lectures on urban problems at campuses other than their own, but arrangement for joint faculty appointments were never completed.

*Broadening Access to Higher Education*

This was a stated goal of the Los Angeles consortium, although no joint or cooperative recuriting program was developed, probably because several members were conducting strong programs of their own which, for competitive reasons, they could not share with other institutions. Los Angeles State College, the moving force behind formation of the consortium, has a very active minority recruiting program and operates two neighborhood centers (one in Watts, a black neighborhood, and one in a Mexican-American neighborhood) that function as the college's communication link with the minority communities. These centers are staffed with counselors and student advisors from the college. Whittier College and Redlands University have smaller minority recruitment programs. Loyola University is very active in its own minority recruiting and would like to have joint neighborhood recuriting centers operated by a consortium or in cooperation with other institutions.

*Cooperative Research and Assistance to Urban Communities*

In 1969 the consortium conducted a Neighborhood College Study Project under Department of Health, Education and Welfare funding in the Higher Education Facilities Act of 1963, Title I, to report on the feasibility of establishing a community college in the Model

City area of Watts. The study was conducted by an interinstitutional team headed by a faculty member from Los Angeles State College. The Watts area is now served by a campus of the Los Angeles Metropolitan Junior College District, which was not a member of the consortium.

## NEW JERSEY EDUCATION CONSORTIUM, INC.

### *Formation, Goals, and Administrative Organization*

The New Jersey consortium was formed in Hightstown in January 1970 to assume responsibility for the direction and administration of the state's Urban Education Corps. This program, designed to train black and Puerto Rican teachers and community leaders for the ghetto, was inaugurated in 1968 and was the state's response to the disastrous ghetto riots of 1967 in Newark and other New Jersey cities. The consortium was incorporated as a private, nonprofit corporation and given authority to administer state and federal funds, as well as to develop new educational programs for urban and disadvantaged areas and to solicit funding for them. The incorporators of the consortium were officials of eight municipal and county school systems, five public and private colleges and universities, one large industrial organization, five community organizations, and three state agencies, plus interested citizens involved in different areas of education and related services.

The consortium considers its major task to be the development of new problem-solving and decisionmaking techniques and the devising of new ways of coping with existing and future educational problems.

The decisionmaking body of the organization is a board of trustees composed of nine of the original incorporators plus the executive director. A four-person executive committee meets fre-

quently with the executive director to advise him on new developments and to make interim nonpolicy decisions. The full board meets quarterly or at the call of the chairman of the board.

The consortium conducts three programs: the Urban Education Corps, the Institute on the Study of Society and Black History, and Project NOW. The first two programs are funded by the New Jersey Department of Education and Project NOW receives funds from a federal EPDA grant.

*Community Input*

This consortium functions as an auxiliary and implementing organization to the education department of the state government and to the public and private colleges and universities in the state. The focus of its activities is on the racial minority communities in the cities and on other educationally and economically disadvantaged groups such as itinerant farm workers. Although it may later expand into other community services, its present efforts are concentrated on developing better teachers, better counselors, and better educational programs for these disadvantaged groups.

There are no formal community advisory groups working directly with the decisionmaking board of the consortium. However, the trustees and the staff, through the community activities of their training interns, are in close and constant communication with the clientele communities, and they make frequent use of ad hoc committees in the conduct of the consortium projects.

*Cooperative Educational Programs*

Interinstitutional cooperation on the development of educational programs came about in New Jersey when the consortium was formed to administer and broaden the state's Urban Education Corps. Addressing itself to the critical conditions of ghetto living and

ghetto education, illuminated so forcefully in the 1967 riots, the consortium sought answers to urgent questions such as the following: How can the education of urban, inner-city children, particularly the children of American black, Puerto Rican, and Cuban families, be improved and made more relevant to their lives and their future roles in American society? How can we promptly fill the urgent need for more teachers and counselors for the urban core schools? How can we recruit and train more black teachers for the vastly underprivileged black neighborhoods? The consortium went to public and private colleges throughout the state, asking them to devise programs aimed at these specific problems or to cooperate with programs developed by the consortium or by other member institutions.

The consortium has become an integrated statewide training complex for counselors and teachers for urban and disadvantaged schools. It is located on numerous campuses, at neighborhood centers in the cities, and in the rural agricultural areas in southern New Jersey, where there are large numbers of children of migrant farm workers.

The Urban Education Corps (UEC) recruits college graduates, with or without education course backgrounds, as well as nongraduates with work experience or skills in urban programs. These recruits become interns in the UEC and are placed in urban elementary schools, secondary schools, and community youth and social service agencies. While in training, interns are paid a subsistence allowance of $75.00 per week plus $15.00 for each dependent. During the 18-month internship program, they work in urban neighborhoods and neighborhood educational centers while participating in formal instruction to earn graduate course credit at one of the participating colleges. At the end of their program, they have earned the necessary certification for employment in the New Jersey school system. Since 1968 the UEC has trained 512 teachers, most of whom could not have met the state certification standards had it not been for this pro-

gram. The majority of these new teachers are black and, as UEC's bilingual (Spanish) program gains momentum, an increasing number will be Cuban and Puerto Rican.

Applicants accepted for the program normally complete their training in two academic years plus one summer. Educational costs for the interns are covered by the program, and a stipend is paid, depending on individual need. The intern spends four days per week in guidance work in a participating school, industry, or other cooperating agency (23 throughout the state) where he works with students, regular counselors, and faculty and receives on-the-job training. The intern learns to work effectively in the school community, promoting community involvement and coming to know his students' home life and out-of-school environment. He is expected to be "on the block" at the student gathering places to get to know his students. Interns spend one full day each week plus two evenings in seminars designed to meet their academic needs and further their personal development.

The New Jersey Institute for the Study of Society and Black History was formed by the Urban Education Corps and is administered through the consortium as part of its training complex. It conducts a teacher-scholar program designed to train 10 secondary school teachers and three graduate students preparing for college teaching in the field of black studies. The program is a combination of teaching experience and intensive study of black history and culture.

The institute coordinates the efforts of New Jersey schools and colleges involved in black studies. The organization aims to create new academic patterns in teacher preparation, which include the teaching of black studies and the culture of minority groups. The institute also prepares, publishes, and distributes teaching materials on black studies for the New Jersey schools. At the institute's training center in Edison, students are given instruction

provided by several participating New Jersey colleges and universities, and these institutions conduct a summer institute for elementary and secondary teachers. The institute staff has also been involved in the development of black studies programs at the undergraduate level at several colleges and universities, particularly the programs of the Yale University, the University of Pennsylvania, Montclair State College, and Newark State College.

*Broadening Access to Higher Education*

A primary goal of the programs conducted by the New Jersey consortium is the broadening of educational opportunities for disadvantaged students. As the number of teachers and counselors specially trained for these students increases, access to New Jersey colleges and universities will continue to increase. The policies of the state government and of the private as well as public universities are now strongly committed to this goal.

Many of the New Jersey colleges operate their own Talent Search or Economic Opportunity Programs for undergraduate student recruitment. The increasing number of two-year community colleges being developed in New Jersey, along with recently expanded public four-year colleges, is gradually opening the opportunities for minority students to continue their education and/or vocational training beyond secondary school. In 1965 the enrollement of black and Spanish-speaking minority students throughout New Jersey public and private colleges was less than 1 percent. Under programs initiated in the latter part of the 1960s, this enrollment has increased to between 8 percent and 10 percent.

Recruitment for the complex of training programs under the guidance of the consortium is directed by one of the staff members of the consortium. Emphasis is placed upon finding highly motivated young black residents, or former residents of New Jersey cities, who hold bachelor degrees. Since so few black students have graduated

from New Jersey colleges, most recruiting is done at black colleges and universities in Washington, D.C., and the southern states. Many Cuban refugees in New Jersey hold college degrees from their homeland. They are recruited for training and credentialing to fill the need for Spanish-speaking teachers. Interns now in the programs greatly aid the recruiting efforts through their acquaintances, friends, and former schoolmates.

After interns have been recruited and successfully admitted to the Urban Education Corps, they are placed in a New Jersey college for training in line with their interests and abilities. For example, if the intern is interested in teaching science courses, he will likely be placed in the Rutgers Graduate School of Education Program; if he is interested in counseling, he would be placed in Newark State College.

*Cooperative Research and Assistance to Urban Communities*

The New Jersey consortium members believe that educators must assume leadership roles in mobilizing all available resources to make education a total effort by all segments of society. Toward this end the consortium encourages its staff, the faculty of the participating colleges, and the interns themselves to seek new ways to involve the communties in educational programs and new ways to make educational programs more directly beneficial to the communities. Throughout its programs, but particularly those conducted in its several neighborhood centers, the consortium attempts to provide interns, students, parents, teachers, faculty, and private citizens with new opportunities to become involved in community and urban affairs.

The consortium has developed a "think tank" program, consisting of a series of workshops devoted to developing and exploring new ideas and patterns in education and human affairs. It conducts periodic conferences, involving leaders in many different

areas of education and training, national and community affairs, and urban social services. While these conferences have been designed primarily for the interns, the consortium plans to broaden them to include minority community leaders, civic officials, and local industrial executives.

## COMMUNITY OPPORTUNITY PROGRAMS IN EDUCATION (COPE) AND SUCCESSOR ORGANIZATIONS

### *Formation, Goals, and Administrative Organization*

A consortium of educational, civic, and community organizations with the acronym of COPE (Community Opportunity Programs in Education) was founded in San Diego in 1967. All educational institutions in San Diego were members. Its main purpose was to recruit disadvantaged students to institutions of higher education in the San Diego area and it was funded under a Talent Search grant from the U.S. Office of Education. The interinstitutional consortium went out of existence in 1970, although its former community organization members, educational institutions, and the unified school district have formed various alliances and cooperative arrangements to carry out programs of minority student recruitment and counseling, training programs, and other programs related to existing urban problems. The organizations formed since COPE to carry out those programs were studied, and details are reported here.

The federal grant for the Talent Search program, formerly administered by the COPE consortium, has been renewed and is being administered under the direction of the University of California, San Diego. However, Talent Search is not identified solely with that institution because the program recruits and counsels students to the junior colleges, semiprofessional training institutions, private and public institutions of higher education, and to civic and industrial manpower training programs. Furthermore, as the

program develops, it will not be limited to recruiting minority group high school students but will also identify potential students among veterans, ex-convicts, and students who have dropped out because of drug or other problems. The program is in the charge of a governing board that includes as members representatives from each of four principal ethnic minority groups in the San Diego community; Chicanos (Mexican-Americans), blacks, Native Americans, and Filipinos. The board also includes four students; one representing each of four principal minority groups.

Two other programs related to urban problems and education are being conducted in San Diego by consortium organizations. One is titled New Look in Counseling and Guidance for the 70's and the Twenty-First Century and is funded by the Rockefeller Foundation. Participants in the program are the San Diego Unified School District, San Diego State College, and the COPE Foundation, whose president was director of the now defunct COPE consortium. She acts as chief consultant to the program. The Rockefeller-funded project is mainly a program of in-service training for counselors, administrators, and paraprofessionals.

The second program, started in 1969, is the San Diego Urban Observatory, funded by the Office of Housing and Urban Development (HUD) under Title I of the Higher Education Act of 1965. Participants in this program include the City of San Diego, the University of California, San Diego, and San Diego State College, each of which contributes funds to supplement the federal grant. The San Diego State College Foundation, which is under a subcontract with the City of San Diego, serves as the fiscal agent. The stated purpose of the Urban Observatory is to effectively utilize the resources of the local institutions of higher education in the solution of city government's most pressing urban problems. It is directed by a steering committee that includes the mayor, the city manager, and the state college president and the chancellor of UC, San Diego, or their

designees. The program has an advisory committee of representatives of other institutions of higher education, the California Coordinating Council for Higher Education, the Urban Coalition, Model Cities policy committee, County of San Diego, Economic Opportunity Commission, and other community organizations.

*Community Input*

The primary objective of the various forms of interinstitutional collaboration in the San Diego area has been to serve the participating institutions by coordinating their minority student recruitment and strengthening their cooperative efforts in dealing with urban problems. These programs have been strongly oriented to the minority communities of the metropolitan area, particularly the black and Chicano communities, and it sees these groups and their college-age cohorts as their primary clientele. The original consortium was highly effective in the black community, less so in the dominant Chicano community. Under recent organization, the Chicanos have played increasingly important roles.

*Cooperative Educational Programs*

The program formed under the auspices of the Rockefeller Foundation develops counseling teams of professionals and nonprofessional aides such as peer counselors and new careers counseling trainees. These teams are given in-service training in the minority communities and formal classroom work at San Diego State College and other cooperating colleges.

In its first year, the program had 160 participants: 92 from the school district (counselors, advisors, school psychologists, etc.); 36 college counselor trainees; and 32 from paraprofessional groups (peer counselors and new careers trainees). In-service training sessions consist of four weeks, two days per week, six

hours per day. There are four seminars in the school year, each having 40 participants of the appropriate professional-paraprofessional mix. The seminars are scheduled during working hours, and funding for the program provides for time replacement in participating schools by utilization of teacher assistants, clerical personnel, or added counselor staffing.

An interesting aspect of the program is the use of mobile home trailer units for small group meetings and seminars. These are furnished attractively in an attempt to create a relaxed atmosphere and promote a better, more open exchange of ideas.

Seminar topics include, but are not limited to, The Counselor as an Educational Leader in the School and Community; Urban Sociology: The Need to Understand the Poor, Black, Brown, or White; The Role of the Counselor Training Institution: Curricular Changes, Awareness of the Urban Scene, Utilization of Paraprofessionals in the Educational and Training Process; Techniques for Group Counseling; and the Role of Counselors in Curriculum Development and Educational Change.

*Broadening Access to Higher Education*

Minority student recruiting and counseling are the primary tasks of the Talent Search and the (Rockefeller) counselor training programs. Most of the postsecondary educational institutions have strong ties to the several ethnic minorities in the community and these cooperative efforts are given support by individual institutional Economic Opportunity Programs. San Diego State College has the largest minority program offering special admission standards as well as special educational programs and some financial aid. The University of California, San Diego, opened in fall 1970 a new cluster college with its major focus on third world cultures, history, and languages. A large portion of the initial class of this college was drawn from black, Chicano, and other minority groups in the San Diego area.

The Talent Search program, while housed on the University of California campus, is operated on behalf of all postsecondary educational and training institutions in San Diego and adjoining Imperial County. Its representatives cooperate with secondary schools throughout this area and maintain close contacts with Chicano and black community organizations, as well as with Native Americans (Indian) and Filipinos, the two other principal ethnic minority groups. Fifteen students, most from the dominant minority groups and from different San Diego colleges have been hired under a work-study program to go to the high schools, identify students for college careers, give them information, and help them apply for admissions. The students do not attempt any counseling, but cooperate with high school officials and offer encouragement, information, and other help. The attempt is made to direct prospective students to those institutions that are most appropriate to students' interests, talents, and ability.

A computerized data bank is being instituted to record detailed biographical data on high school students for use in counseling and guidance work by both the high school and the postsecondary institution the student may choose to attend.

*Cooperative Research and Assistance to Urban Communities*

The Urban Observatory in San Diego is a research- and service-oriented program. The principal current projects are a study of citizens' attitudes toward city services in San Diego and an analysis of volunteer citizen participation in civic affairs. The studies are being carried out by San Diego State College and the University of California, San Diego. Other institutions of higher education in San Diego have been encouraged to contribute expert personnel to on-going projects and develop and initiate new projects.

## SAN FRANCISCO CONSORTIUM

### *Formation, Goals, and Administrative Organization*

The San Francisco consortium was incorporated in 1967 and began operating under a paid director in February of 1968. It was organized by five colleges and universities in San Francisco and has now expanded to include all higher education institutions in the city.

Impetus for the creation of this organization stemmed from a proposal by the University of California to develop a new major general campus concentrating on study and research in urban affairs and to be located in downtown San Francisco. When this proposal met with considerable opposition from higher educational institutions in San Francisco, it was subsequently withdrawn. The university subsequently through its San Francisco health sciences campus joined and gave major support to the consortium that was formed to carry out on a cooperative basis many of the programs the university had proposed for its new San Francisco campus.

Original members of the consortium were the City College of San Francisco, Golden Gate College, San Francisco State College, University of San Francisco, and the University of California, San Francisco. In 1970 San Francisco College for Women (now known as Lone Mountain College) was admitted to membership. Hastings College of Law also joined the consortium in 1970.

Early emphasis of the consortium was the establishment of better cooperation and communication among the participating institutions and improvement of the working relationships between these institutions and the highly urbanized community in which they were located. Longer range goals were identified as: 1) developing closer coordination of institutional programs in densely urban areas and ethnic minority neighborhoods; 2) establishing a resource or

data bank devoted to urban needs and problems; 3) providing direct services to the community in identifying needs and existing resources; 4) developing and evaluating practical programs to deal with these problems; 5) ultimately establishing the consortium in a downtown multipurpose educational center that would engage in individual as well as interinstitutional educational, cultural, and civic activities; and 6) providing special services to minority students through reciprocal arrangements among the member institutions.

The consortium is an incorporated organization with a board of trustees consisting of 14 voting members, two from each member institution. The presidents of each institution are ex officio non-voting members. The institutional representatives, other than the presidents, are one faculty member and one administrative officer of each institution. Presidents of the member institutions do not ordinarily attend board meetings but do meet separately twice a year.

The consortium has organized two standing committees of the board of trustees plus a community advisory committee. The latter is made up of 27 members, including the mayor; prominent civic, business, and labor leaders; as well as heads of welfare and minority group organizations in the city. The chairman of the advisory committee sits as a voting member of the consortium's board of trustees. Two standing committees are an urban affairs committee, made up of 19 members, including representatives from each of the seven member institutions and three to five members of the community advisory committee. The committee on educational opportunity is made up of 16 members plus the executive director. Again, all member institutions are represented as well as members from the community advisory comittee.

The consortium was originally funded with a grant from a local foundation. In 1969 the member institutions agreed to assess themselves in varying amounts to supplement and eventually replace

the funding provided by local foundations. Additional staff of the consortium is employed under programs funded by national foundations and other separately funded programs.

*Community Input*

While the consortium was formed as a mutual benefit organization of colleges and universities to carry out cooperatively many of the urban responsibilities of its member institutions, there is a strong orientation to a community clientele composed of minority, educationally disadvantaged, and poverty groups. The consortium's work and that of its members is quite visible to many community groups, and this visibility is broadening as programs expand.

Community input from civic and neighborhood groups has been considerable since the beginning, although all these groups are not represented on the decisionmaking board. This extensive community participation is primarily due to the active community leadership of the first executive director, now a professor at San Francisco State College. It has been carried forward and enlarged by the successive administration.

*Cooperative Educational Programs*

The consortium has been instrumental in initiating several bilateral arrangements for interinstitutional educational programs. One example is its active interest in the development of educational opportunities in the Hunters Point area of San Francisco. This is a poor and predominantly minority neighborhood with a high crime rate. In cooperation with the Model Neighborhoods Program, the consortium and several of its member institutions have been active in formulating plans for the development of a two-year community institution which would provide education and occupational training for people of all ages. In the meantime, and following the initial

activity of the San Francisco College for Women, consortium institutions are now offering basic English and other remedial courses as well as college preparatory courses at Hunters Point. These courses are all voluntary offerings by faculty members of the several institutions.

An interchange of students doing course credit work has been arranged between the University of California's health sciences campus in San Francisco and other consortium institutions offering paramedical technical training courses. These technician trainees are given regular clinical working experiences at the university's outpatient and hospital facilities. The UC medical campus also has a bilateral arrangement with San Francisco State College wherein state college students are transported to he medical campus where they take for full credit an introductory medical course required of all entering medical students. The college provides one faculty member who conducts a seminar following the medical center faculty member's lecture.

The most ambitious long-range program of the San Francisco consortium is its work towards establishing a major downtown educational center to house facilities of the consortium and the member institutions. San Francisco State College and City College, too, are greatly interested in a downtown facility. San Francisco State College for many years operated an extension and continuing education center downtown. Their building, however, has been outgrown and has been condemned, pending extensive remodeling, which is not practical for so limited a facility. This has spurred on the efforts to organize resources for a major interinstitutional facility to serve as an extension instructional center for each of the San Francisco colleges and universities, contain joint library and other facilities, and house such joint services as student recruiting, counseling, and remedial instruction. While this has been viewed as a long-range goal of the consortium, the pressure of early needs

of some of the member institutions for this type of facility may bring about its realization in the not too distant future.

There is a growing interest among most of the consortium members in interinstitutional exchange of student instruction, particularly in ethnic and other social studies, urban affairs, and community health. The consortium is encouraging and giving aid to bilateral arrangements for this purpose.

*Broadening Access to Higher Education*

The consortium is strongly committed to increasing higher education attendance by minority youths. Each institution has its own recruiting (EOP) program. San Francisco State College and City College are particularly active. The UC medical center has developed a major program of recruiting minority and educationally disadvantaged students into their health sciences program.

The consortium has not been able to launch a joint recruiting program but has received a major two-and-one-half-year Ford Foundation grant to improve existing services to minority students attending the consortium's participating institutions. While joint recruiting is not part of this project, it is regarded as a possible forerunner of such a program. The consortium has actively participated in the launching of a Bay Area Student Financial Aid Center. The director of the consortium is a member of the board of the aid center along with representatives of Plan of Action for Challenging Times (PACT) clearinghouse, a Bay Area organization working with industry and the educational institutions, College Entrance Examination Board, the Wright Institute of Berkeley, and other local groups.

The consortium is also working on plans for a joint minority student counseling center which will probably be centrally located for easy access by students at the member colleges and universities and may eventually be incorporated in the major downtown educational center, a long-range goal of the consortium.

*Cooperative Research and Assistance to Urban Communities*

Under the leadership of the University of California, San Francisco, the consortium is participating in the formation of a Health Professions Council to coordinate all health services in the Bay Area. This organization is to serve as a central source of information on health manpower needs, health careers, education and utilization of health professionals and paraprofessionals; stimulate the recruitment and education of health professionals; and foster cooperation and coordination of all organizations serving the health professions. Most consortium members offer health professional or paraprofessional training. The director of the consortium is a member of the board of this council.

The consortium, under a grant from a local foundation, developed a descriptive inventory of the urban needs of the San Francisco community, as well as an inventory of the civic, educational, and other organizations concerned with each need and the activities of the organizations working in each area. This information is used in conjunction with a similar inventory of the resources available at each of the member educational institutions, in terms of technical and scholarly expertise, organized research units, and other campus-based units which might assist community programs.

CONSORTIUM OF UNIVERSITIES IN WASHINGTON, D.C.

*Formation, Goals, and Administrative Organization*

The Washington, D.C., consortium was organized in 1964 by five private universities to coordinate academic and administrative functions, to make maximum use of their instructional and physical plant facilities, and to eliminate unnecessary duplications of instruction and other services. The members are the American University, the Catholic University of America, the George Washington University, Georgetown University, and Howard University.

While much of the concern of these universities for urban problems in the District of Columbia is channeled through the research and developmental programs of the Washington Center for Metropolitan Studies, the consortium does administer the urban programs of the member institutions funded under Title I of the Higher Education Act of 1965 and programs previously administered under the State Technical Services Act. The five members of the consortium are members of the Washington center, which also has in its membership the public higher education institutions in Washington, D.C., and the University of Maryland campus adjacent to the District. While the consortium and the center are distinctly separate, their membership overlaps, and between the two organizations the universities perform many of the urban-related activities which are the provinces of the other urban consortia considered in this study. Therefore, the study of Washington, D.C., included data pertaining to the activities of both these organizations.

The consortium is an incorporated organization with a 24-member board of trustees. Five are trustees of each of the member universities chosen by their respective boards; five are the presidents of each institution; five are faculty members from each of the member institutions chosen by their own institutions; and eight are prominent Washingtonians. The twenty-fourth member is the chairman emeritus, an honorary trustee. After basic policies are established by the board, the executive director of the consortium works primarily with vice presidents, deans, and faculty department heads to execute programs. An executive committee appointed by the board of trustees meets monthly, as does an administrative committee of vice presidents. The consortium uses ad hoc committees on specific problems and projects. For administration of the activities coming under Title I, the consortium operates with an advisory council of 19 members representing higher education institutions, local government, and civic organizations.

The five member universities in the consortium share the operating costs of the small administrative staff. Some other costs are borne directly by the institutions or are covered in administrative budgets for project activity.

*Community Input*

The orientation of this consortium is clearly on service to the member organizations. Except for the distinguished citizen membership on the board and the constituencies they represent, the consortium is not particularly visible to the District community as a whole. While advisory committees serve certain of the projects undertaken by the consortium (under Title I) there is little in the way of direct community input to the decisionmaking board.

*Cooperative Educational Programs*

The primary purpose of the Washington consortium is to assist its five member universities to improve the quality and range of their educational offerings through cooperative academic, administrative, and fiscal arrangements. One phase of this activity is an interinstitutional agreement whereby any student enrolled in any one of the member institutions can take courses for full academic credit at any other member university, subject to the approval of his faculty advisor, if the course is not available at his own institution. This interchange program was started in 1964 in a narrow range of graduate programs and has since been enlarged and extended to upper division courses in foreign languages other than the most common offerings (Spanish, French, Russian, and German). While this program was considered initially as a fiscal economy measure to eliminate the high costs of duplicating very small group course offerings, it has further served to improve the quality of offerings of each member institution by making outstanding scholars available in fields where the supply of such scholars is limited. The number of credit

hours of consortium interinstitutional enrollments had grown in five years from fewer than 700 to nearly 4,000 in the 1969 academic year, plus another 500 in summer session enrollments.

Combined class schedules of course offerings of the five universities are prepared and published jointly by department chairmen or heads of specialized areas of study, such as urban affairs. A system of interinstitutional charges based on tuition fees has been established to compensate the universities for instruction of students enrolled through the consortium.

Interinstitutional enrollments in 1969 were as follows: 50 students from University A enrolled in 53 consortium courses; 62 students from University B enrolled in 58 consortium courses; 78 students from University C enrolled in 72 consortium courses; 104 students from University D enrolled in 86 consortium courses; and 107 students from University E enrolled in 107 consortium courses.

Each of these are courses which are not available on the student's own campus. It has been estimated by the consortium that approximately 100 additional faculty members would be required if these courses were to be made available on the student's home campuses.

The consortium also operates a complete interinstitutional library exchange. Three days each week library holdings are interchanged by truck. Access to the libraries of all the universities is also being made available to full-time graduate students. A full-time library coordinator joined the consortium staff in 1970.

*Broadening Access to Higher Education*

This is not an area of cooperative activity of the Washington consortium. The private universities who are members of the consortium have modest minority recruitment programs, and the admissions officers of the consortium member institutions cooperate on some minority programs.

*Cooperative Research and Assistance to Urban Communities*

The Washington consortium has close ties to the Washington Center for Metropolitan Studies. All consortium members are members of the center, which also includes in its membership Federal City College and the University of Maryland. The center brings together the scholarly resources of the faculties of the member universities, develops programs and obtains funding to foster joint research and development projects related to urban affairs. Faculty fellows from the member universities come to the center each year to engage in research and programs of a developmental nature. Through the student exchange arrangements of the consortium and extensions of this policy to other center members, graduate students can participate in these research and development projects.

Initially, most of the Title I programs administered by the consortium were not interinstitutional but the result of individual project proposals initiated by colleges and universities. However, the trend in the last year or so has been to combine expertise from two or more institutions in projects administered on an interinstitutional basis.

These programs have included activities such as: The American University's Washington Executives Conference, an assemblage of top district officials and citizen leaders to explore policy issues and investigate new concepts and techniques for program planning, budgeting, and management; Georgetown University's Institute for Urban Service Aides, providing a one-year course of study of urban society to improve the job effectiveness of urban public service aides and prepare them for career advancement (faculty for this program is now drawn from four universities); American University's Urban Careers Project, aimed at helping local governments and universities increase the supply of talented manpower for leadership urban careers; the D.C. Teachers College's Group Relations Workshop

Project, one-week summer workshops for supervisors of District government offices to increase their understanding of the problems of low income citizens; Catholic University's Educational Technology Project; George Washington University's Volunteer Tutoring Project; Howard University's Conference on the University and the Community; (held in cooperation with Georgetown University); and Georgetown University's Conference on Crime in the District and Television Series on Crime.

The Washington Center for Metropolitan Studies was originally funded by the Ford Foundation, and this foundation still participates in funding of the center's faculty fellows. The center's mission is: 1) to develop a university potential for urban studies in the Washington region; 2) to serve this community through direct action on research programs; and 3) to provide an academically based mechanism for the study of the characteristics, problems, and policies of the Washington metropolitan area.

The center's Urban Observatory is a network of research action programs designed to deal with critical urban conditions and to enhance understanding of metropolitan phenomena. It operates a series of "satellite" observatory posts. The city hall post conducts a community governance project with a task force of specialists from the member universities plus several prominent civic leaders.

The center has conducted research and developmental projects in urban housing, mass transportation, urban development, higher and secondary education, citizen participation in governance, and manpower utilization strategies.

## CHAPTER III

## SUMMARY AND CONCLUSIONS

Consortia and other cooperative arrangement of institutions of higher education with common problems, goals, educational or curricular emphases, or geographic location have been in existence for some 30 years. Since the 1960s the development of such arrangements among urban higher educational institutions has occurred as a result of the rising level of political and social awareness of urban problems, and availability of federal funds for cooperative educational ventures.

Federal funding programs, such as the Higher Education Facilities Act of 1963 (Title II), encouraged cooperative projects. Many federal programs enacted during the late 1960s and aimed specifically at solving urban problems indicated that consortia of educational institutions and local welfare and social service agencies would be eligible recipients of grants and contracts (see Appendixes B and C).

Urban institutions recognized the need to utilize their resources more effectively. The number and size of urban problems together with the limited capacity of individual institutions to address these problems and the competition between institutions seeking to initiate similar programs made it difficult, especially for the smaller and less well-known urban institutions, to get fiscal support for new programs or to deal with a given problem comprehensively.

The institutions recognized the value of a cooperative approach to providing the range of educational programs necessary to fulfill the needs of new students entering higher education and in bringing academic expertise to bear on the problems of their urban neighbors.

By the beginning of the 1970s new consortium arrangements of institutions in urban centers had come into existence, and many of the existing cooperative groups that were faced with new responsibilities found it necessary to develop new organizational forms, strengthen their institutional commitments to urban concerns, and develop stronger leadership.

The eight consortia selected for study contain examples of successful programs of interinstitutional cooperation as well as examples of some that did not succeed. Two of the consortia studied went out of existence before the final report was prepared. In summarizing the findings, the author will attempt to point out policies and practices that seem to have been conducive to the success of such an organization, or to its failure. It is hoped that newly formed consortia, as well as those now in existence but undergoing reform, can profit by the experience of others.

Six of the eight organizations set forth in their founding documents remarkably similar goals. These can be paraphrased as follows: 1) to do something, collectively and individually, about increasing access to higher education by urban dwellers, particularly the young people who in past generations would have found college attendance impossible; 2) to develop special instructional programs for these new students, and programs for all students who should be prepared for living in an urbanized society; and 3) to develop programs of research on problems of the city and of urban living, and programs of service that, more than *use* the city and its ghettos, help in building a lasting quality of life in the urban community. These statements of purpose, however, were not completely understood

or shared by members of the institutions represented in the consortia. The results of interviews revealed that many administrators and faculty members held conflicting notions regarding the purpose of the consortium in which they participated. All too often the faculty of member institutions, and even some administrators, perceived the real purpose of the consortium as a means of becoming "more competitive" with one or two dominant universities, or of establishing an organization which would provide the additional expertise in "grantsmanship."

In two instances, enhancing the institutions' competitive positions very likely was a major consideration. The consortia, however, had very different outcomes. The Los Angeles consortium was formed by a state college and several private colleges and universities, primarily because UCLA and the University of Southern California had launched a number of "urban crisis" programs and the smaller institutions wished to match their strength and influence in obtaining federal grants. The exclusion of UCLA and USC was undoubtedly a factor in the demise of the consortium, for the smaller colleges needed the cooperation and resources of the dominant institutions.

In the other case, one of the reasons the San Francisco consortium was conceived was to allow the institutions located in San Francisco to counteract the proposed development of a downtown general campus by the University of California. However, when the UC proposal for the downtown campus was withdrawn, the public and private institutions joined with the already established San Francisco (health sciences) campus of the University of California to form the consortium organization. The presence of the University of California within the consortium proved to be a source of strength which benefited all members.

The Chicago consortium, on the other hand, was formed by a group of five institutions in the Chicago area with the exclusion of

the three dominant institutions--University of Chicago, University of Illinois, Chicago, and Northwestern University. In this case the five consortium members were the institutions that, together, trained 85 percent of the new teachers in the Chicago area. The consortium was formed primarily to train minority students to teach in ghetto schools. The "big three" were not particularly active in this area. Thus, the strong commonality of purpose, in spite of the exclusion of the dominant universities, was a factor in the success of this consortium.

The consortia studied were voluntary in the sense that any member institution could withdraw from participation whenever it wished. Such informal and voluntary organizations, because they often lack a uniformly firm commitment from each member institution, tend to be somewhat unstable and often appear to be largely the shadow of the director or of the original advocate (or founder) of the organization.

The fact of incorporation, while not insuring success, undoubtedly contributes permanence to the organization. It separates the consortium and its activities from individual members and, more importantly, establishes a legal entity that can enter into contracts and take responsibility for grants and other financial contributions. The alternative to incorporation of these consortia, that of having one of the members act in a legal capacity on behalf of the other members, has generally proven to be unsatisfactory. Of the eight consortia, the two that were not incorporated terminated during the period of this study.

The case studies also revealed a number of instances where consortia did not have the opportunity to fully succeed for the primary reason that they were conceived and conducted by a small group of people without the strong participation of principal administrative officers or of a larger segment of the academic communities. Many did not have the necessary open lines of communication with the urban public they hoped to serve.

It is highly important that the chief administrative officers of the member institutions be directly involved in the top level policy decisions of the consortium and that they, together with members of their faculty and studentbody, participate as broadly as possible in the activities of the consortium. Equally important, is the involvement of members of the community or communities to be served in the decisionmaking process. In most cases of successful consortia this community participation has taken the form of representative membership on advisory councils and ad hoc project committees. In several cases representatives of the clientele communities were given voting membership on the consortium's top decisionmaking board.

Two factors related to clientele community input on the decisionmaking board of the consortium are of particular importance. First, these persons should be representatives of organizations in minority communities, if those are being served or affected by the programs of the consortium, as well as representatives of civic, business, or other politically influential groups. Secondly, the consortium should not become embroiled in problems not related directly to the academically based programs of the consortium. Some of the experiences from the case studies will illustrate this point.

The San Francisco and Cleveland consortia not only have strong support of civic leaders in the community but also have close associations with persons and foundations interested in giving financial support to educational programs. The San Francisco consortium has further strengthened this advantage by appointing foundation representatives as well as representatives from the various communities being served by the consortium to its advisory committees and to its board of trustees. On the other hand, the Cleveland consortium does not have minority group participation in the planning and developing of consortium programs. No doubt, this is one reason why its programs to date have not been successful in relating to minority students or minority communities in its service area.

The Chicago consortium did not provide at the outset for any direct input to its decisionmaking councils from the minority students who were being trained to teach in the ghetto schools or from groups in the neighborhoods where teacher trainees were practice-teaching and where they would eventually take teaching positions. Organized groups in the minority communities protested that they were not being allowed a voice in matters affecting the education of their children. While this protest was incorrectly addressed to the Chicago consortium rather than to the Chicago Board of Education, the consortium nevertheless promptly made provision for representation of the minority groups on their decisionmaking councils. As a result, their programs have been strengthened and their acceptance in the ghetto neighborhoods has been improved.

The final case in point is that of the San Diego consortium. Here, the participation in the decisionmaking body of the consortium was broadened to include every community group that expressed interest in the consortium's activities, as well as a large number of industrial, communications, and public service organizations. Such broad representation adversely affected the consortium organization in two ways: First, the academic institutions found themselves in a minority position. Second, the consortium found itself embroiled in disputes between various racial minority groups in the community and in an array of social and economic problems not directly related to educational institutions and the minority and student recruitment program--the original and primary purpose of the organization. This was the primary reason why the San Diego consortium went out of existence.

The truism that the executive director can make an organization succeed, or less than successful, is particularly true of voluntary organizations such as educational consortia. While it is in the interests of the chief campus administrator to see to it that the consortium organization is successful, he can participate in its

leadership only to a limited extent, mainly because his responsibility is to only one of the cooperating member institutions. Therefore, it is highly important that the new consortium be able to attract an executive with experience and proven ability in academic administration. His credentials should be such that he will be acceptable to the administrators, faculties, and students of the member institutions. He must be of a stature that will ensure appropriate access and effective communication with educational leaders, community organizations and their leaders, and with federal, state, and local agencies involved in finding solutions to urban educational problems. All too often, consortium directors are underpaid in relation to the responsibility of their posts, or in relation to campus administrators of the member institutions. Not only is adequate compensation needed to attract a person with the requisite abilities; he should also be given as much support and security in the position as possible.

A measure of the strength and sincerity of the commitment of the member institutions to he long-range goals of the consortium can be found in the manner in which member institutions provide funds for the new organization. To achieve any success, consortia must be sufficiently funded from their inception, with continuing resources for at least their basic minimum operating expenses by contributions from the member institutions. If salary expenses of the director and his staff must depend upon the sum of administrative allowances in grants and contracts for administering individual programs, it raises the question of whether staff time can be appropriately (or ethically) devoted to the development of new programs or to directing the many consortium activities not specifically related to the purposes of the individual program grant.

The manner in which these urban consortia developed and conducted their educational and service programs falls into three different administrative patterns. Each of these patterns depicts a differ-

ent style of operation and, to a large extent, characterizes the relationships between the individual institutions and the consortium.

In the first pattern, programs of the consortium are administered entirely by the consortium staff and are carried out by professionals and supporting staff, each of whom is in the employ of the consortium. At the Chicago consortium, the teacher training programs are administered by a consortium executive, and the admission of candidates for the training programs is administered by consortium staff. The faculty and training supervisors are employed directly by the consortium. Many of its faculty are on leave or released time from their home (member) institutions in Chicago. At the New Jersey consortium, two of the three principal programs, the Urban Education Corps and the Institute for Study of Society and Black History, are administered directly by consortium staff. The third, a graduate work-study program in guidance and counseling, is administered by Newark State College for the consortium.

The second administrative pattern is one in which the consortium director or one of his staff colleagues functions as a facilitator or coordinator of related programs, each or part of which are administered and conducted by a member institution. In these cases, the function of the consortium is to encourage interinstitutional cooperation, to assist in the development of the program and its funding, and to generally oversee and coordinate the separate institutional activity. This is the type of organization employed by the Washington, D.C., consortium for its series of community service programs funded under Title I of the Higher Education Act of 1965. This type of organization also characterizes the administration of the Washington organization's program of interinstitutional student exchange for course credit work. The San Francisco consortium similarly functions as the facilitator and coordinator of the program for improvement of services to minority students funded by the Ford Foundation. In the Environmental Studies Institute program

at Bridgeport, the consortium acts as coordinator for the faculty and students at the various member institutions, which conduct individual courses related to the program as a whole. In some cases, the consortia act as coordinators for bilateral agreements between two of more member institutions. Several such programs are being conducted by members of the San Francisco consortium.

In the third general administrative pattern, the consortium staff plays a less active part. Individual programs are developed and conducted separately by the member institution. Although the consortium staff encourages, aids, and often suggests areas of cooperation between members, the function of the consortium is to serve as a central source for information about the special programs offered by each institution and to maintain channels of communication between them. This pattern has great value in most cities where Economic Opportunity Programs are funded and administered separately at each institution. For example, the Bridgeport area, Fairfield University, and the University of Bridgeport operate separate programs for minority student recruitment and remedial education. In this case the consortium assists in placing successful candidates from these programs into other Bridgeport area institutions. In addition, the consortium provides counseling for dropouts from these programs and helps direct them to other technical training programs conducted by state agencies or local industry.

Four consortia studied include in their formal statements of goals the aim of providing minority students in the common metropolitan area with broader access to institutions of postsecondary education. And in every consortium individual institutional members have demonstrated strong commitment to broadening access to education for minority students through campus Educational Opportunity Programs. None of these consortia, however, has been able to mount and sustain a jointly administered cooperative program for recruiting and guiding students from minority communities into the appropriate

postsecondary institutions. Under an EOP Talent Search grant, the San Diego consortium originally was conceived to operate such a program, but was never able to establish the protocol for a central pooling of *all* minority recruitment for the San Diego colleges and universities. Instead, each institution operated its own EOP or Talent Search project, and the consortium program only supplemented these institutional efforts. An attempt at joint minority recruitment in Cleveland failed because not all higher educational institutions were really committed to the idea of joint recruiting and counseling of ethnic minority students in the community. While a local foundation in Cleveland finances and administers a scholarship program that supports many minority students, the program cannot be characterized as an interinstitutional effort nor as one dedicated to broadening the access to postsecondary education or training for all disadvantaged youth in the Cleveland area.

This study found substantial evidence to indicate that minority student recruitment programs become competitive when administered separately and independently by each institution. The institutions tend to search for the highly motivated, high potential youth from ethnic minorities, and all too often the far larger number of "high risk" students are not given an adequate opportunity to continue their education in postsecondary institutions. This practice works at cross purposes with one of the key strengths of the consortium.

The consortia in this study cannot take credit for providing broadened access to educational opportunity. Cooperative action on this high priority activity has apparently been a failure throughout the nation. In a recent publication, the Carnegie Commission on Higher Education* made the following statement:

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* Carnegie Commission on Higher Education, *A Chance to Learn: An Action Agenda for Equal Opportunity in Higher Education*, Berkeley, California: The Carnegie Commission, 1970.

> The active recruiting of disadvantaged students is an important means of bringing more such students into higher education. But institutions now duplicate recruiting resources and energy by competing for the same candidates. The effort thus duplicated does not increase significantly the total number of college entrants.
>
> To make recruiting programs fully effective, there is an urgent need for institutions to coordinate planning and combine resources. Recruiting pools consisting of colleges and universities of convenient proximity should distribute information, link their efforts to those of educational opportunity centers and high school counselors and share trained staff members.

The Commission's implementing recommendation follows:

> *The Commission recommends the establishment of recruiting and counseling pools among neighboring colleges and universities to coordinate resources and staff efforts for admitting educationally disadvantaged candidates.*

This study confirms the findings of the Carnegie Commission that higher educational institutions in the major metropolitan areas (with the probable exception of City University of New York), even those in consortia committed to recruiting disadvantaged students, have not met this challenge.

One of the more successful areas of activity for urban consortia has been in the development of cooperative educational programs. A pressing need in most concentrated urban centers is for a corps of well trained and dedicated teachers to work in inner-city primary and secondary school systems, especially in ethnic minority neighborhoods. The job is both one of recruiting and training, with a special emphasis on preparing black teachers for teaching in black neighborhood schools. Such programs have been particularly well developed in Chicago and in the metropolitan centers in New Jersey. In these two cases the programs are administered and operated by the consortium organization. While the faculties and the training super-

visors for these programs are in the employ of the consortium, the programs also draw upon the faculties of the participating colleges and universities for courses to round out the teacher education curriculum. Programs organized in this fashion have been successful in implementing citywide efforts to improve elementary and secondary school teaching. In many other cities there are individual examples of highly effective programs at individual teacher training colleges, but the evidence points strongly to the greater effectiveness of the concentrated and cooperative effort.

The Washington, D.C., consortium is the best example in this study of interinstitutional cooperation. Through their student interchange program, the breadth of course offerings from all institutions is available to any student enrolled in a member institution. The program has developed to the point where more than 100 courses are now available to all students of the consortium institutions. The course offerings in this program fall into two general categories. First are courses, such as language courses in African and Asian dialects, that ordinarily attract a small number of students and, hence, are costly to duplicate at each institution. The second is a growing list of courses in the general field of urban studies. Most of these are interdisciplinary courses or offerings. It would be difficult for any single institution to develop such a wide range of curriculum offerings as the consortium is able to present.

The cooperative educational programs just discussed reveal two basic areas of possible consortium operation. Such programs require either a free interchange of students between neighboring cooperative institutions or jointly appointed instructors available to member institutions. The free interchange of students between institutions is inhibited in many cities by wide differences in per pupil instruction costs and in the amount of fees and tuition charged by different institutions. This is particularly true when public and private institutions attempt to form cooperative arrangements.

This problem was easier to overcome in Washington, D.C., because all of the consortium members are private institutions with similar fee changes. They have, however, worked out fiscal arrangements between the institutions whereby each institution receives its usual tuition on the basis of course credit units for each student it receives from another institution. Programs which operate on the basis of joint faculty appointments encounter the problem of different salary scales. But a more vexing problem is that of offering job security and professional promotion to faculty members employed on joint appointments. It would seem, however, that these latter problems are not insurmountable if the institutions are really committed to the idea of such cooperation. Faculty members could be employed by the consortium on released time or on leaves of absence from their home institutions or they could retain their appointments at a home institution and be released to offer courses at other institutions.

Urban higher education consortia are faced everyday with a multitude of urban problems that are crying for immediate solutions. Urban consortia can be helpful in solving urban problems but consortia should not become so involved with inner-city problems and programs that they become simply another agency working on urban social problems rather than fulfilling the substantive educational goals of member institutions. It is important to the consortium, as an educational organization, to plan its activities carefully in relation to its stated goals and not neglect through preoccupation the important needs of urban higher education--for greater opportunities for postsecondary education and for relevant educational programs of urban youth.

APPENDIX A

URBAN CONSORTIA AND THEIR DIRECTORS

| | |
|---|---|
| Higher Education Center for Urban Studies<br>Dr. Parker Lansdale | 219 Park Avenue<br>Bridgeport, Connecticut<br>(203)-384-0711 |
| The Chicago Consortium of Colleges and Universities<br>Dr. John M. Beck | 410 South Michigan Avenue<br>Chicago, Illinois 60605<br>(312)-922-3944 |
| Cleveland Commission on Higher Education<br>Dr. Donald Swegan | 1367 East Sixth Street<br>Cleveland, Ohio 44114<br>(216)-241-7583 |
| New Jersey Education Consortium, Inc.<br>Dr. John B. Williams | Warren Plaza West<br>Building A, Route 130<br>Hightstown, New Jersey 08520<br>(609)-443-1100 |
| The San Francisco Consortium<br>Dr. Edgar C. Cumings | 593 Market Street<br>San Francisco, California 94105<br>(415)-392-3502 |
| Consortium of Universities in Washington, D.C.<br>Dr. Elmer West | 1717 Massachusetts Avenue, N.W.<br>Washington, D.C. 20036<br>(202)-265-1313 |

APPENDIX B

CURRENT SOURCES OF FEDERAL FUNDS REPORTED BY CONSORTIA

| *Name of Program* | *Authorization* | *Purpose* | *Where to Apply* |
|---|---|---|---|
| Teacher Corps | Education Professions Development Act of 1967, Part B-I | To provide teams of teacher interns for supplementary teaching tasks in disadvantaged areas; encourage colleges and universities in teacher preparation programs. | Teacher Corps<br>Bureau of Educational Personnel Development<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-7981 |
| Training Teacher Trainers | Education Professions Development Act of 1967, Parts C and D | To reform teacher training by linking the liberal arts, schools of education, local school systems, and the community. | Bureau of Educational Personnel Development<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 963-7674 |
| Talent Search | Higher Education Act of 1965, Title IV-A as amended by Higher Education Amendment of 1968, Title I-A | To assist in identifying and encouraging promising students who are financially or culturally deprived to complete high school and pursue post-secondary education. | Division of Student Special Services<br>Bureau of Higher Education<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-7150 |
| Urban Observatory | Department of Housing and Urban Development and Higher Education Act of 1965, Title I | To make university resources useful for understanding and solving particular urban and metropolitan problems available to local governments. | National League of Cities<br>City Building<br>1612 K Street, N.W.<br>Washington, D.C. 20006<br>(202) 628-3440 |
| College Work-Study | Higher Education Act of 1965, Title IV-C | To provide part-time employment for needy students in graduate, undergraduate, or professional courses of study. For use by local Urban Corps programs. | Division of Student Financial Aid<br>Bureau of Higher Education<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-3871 |

| *Name of Program* | *Authorization* | *Purpose* | *Where to Apply* |
|---|---|---|---|
| Grants for Undergraduate Facilities | Higher Education Facilities Act of 1963, Title I | To construct or improve academic facilities in two-year or four-year colleges, or feasibility studies. | State Commissions or Coordinating Councils on Higher Education |
| Community Service and Continuing Education | Higher Education Act of 1965, Title I | To strengthen higher education capabilities in helping communities solve their problems. | Division of University Programs<br>Bureau of Higher Education<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 963-7827 |
| Career Opportunities | Education Professions Development Act of 1967, Part B | To train persons from low-income backgrounds on a work-study basis for career ladder positions in poverty area schools. | Career Opportunities Program<br>Bureau of Educational Personnel Development<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-5860 |
| New Careers | Concentrated Employment Program (CEP) of Department of Labor | To provide a work-training employment program for youth and adults oriented toward improving physical, social, economic, or cultural conditions of community. | Manpower Administration<br>U.S. Department of Labor<br>Washington, D.C. 20036 |
| Social Service Training or Social Work Manpower Training | Social Security Act Title VII, Section 707, amended under section 401 in 1967 | To meet the costs of development, expansion, or improvement of undergraduate programs in social work and programs for graduate training of professional social work personnel. | Training and Manpower Development Division<br>Office of Research, Demonstrations and Training<br>Social and Rehabilitation Service<br>U.S. Department of Health, Education, and Welfare<br>Washington, D.C. 20201 |

| *Name of Program* | *Authorization* | *Purpose* | *Where to Apply* |
|---|---|---|---|
| Model Cities | Demonstration Cities and Metropolitan Development Act of 1966, Title I as amended | To participate in the planning phase of a Model Cities program with and through the local City Demonstration Agency (CDA) which is appointed by the local governing body, as well as evaluate the program, train staff members of Model Cities, and consult on the development of community programs. | Local Model Cities Agency |

APPENDIX C

OTHER SOURCES OF FEDERAL FUNDS FOR PROGRAMS ADMINISTERED BY OR WITH CONSORTIA

| *Name of Program* | *Authorization* | *Purpose* | *Where to Apply* |
|---|---|---|---|
| Developing Institutions | Higher Education Act of 1965, Title III | To support cooperative arrangements among developing institutions, between developing institutions and business firms, foundations, or other agencies in order to improve quality of academic programs. | James M. Holley<br>Division of College Support<br>Bureau of Higher Education<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-3859 |
| Training Programs for Higher Education Personnel | Education Professions Development Act of 1967, Part E | To train persons to serve as teachers, administrators, or educational specialists in higher education. | Paul H. Carnell<br>Division of College Support<br>Bureau of Higher Education<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-3034 |
| Urban/Rural School Development Program | Education Professions Development Act of 1967, Parts C and D | To retrain the entire staff of poverty area schools to improve pupil achievement and self-esteem. | William Smith<br>Bureau of Educational Personnel Development<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-7041 |
| Training Complexes Program | Education Professions Development Act of 1967, Parts C and D | To utilize all existing resources in a region in support of comprehensive training for both prospective and experienced teachers. | Donald R. Tuttle<br>Bureau of Educational Personnel Development<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 963-7674 |


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| *Name of Program* | *Authorization* | *Purpose* | *Where to Apply* |
|---|---|---|---|
| Networks for Knowledge | Higher Education Act of 1965, Title VIII | To encourage colleges and universities to share through cooperative arrangements their technical and other educational and administrative facilities and resources. | John N. Orcutt<br>Division of College Support<br>Bureau of Higher Education<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-1954 |
| Vocational Education Personnel Program | Education Professions Development Act of 1967, Part F | To train vocational education leadership personnel and train or retrain vocational personnel at elementary, secondary, and postsecondary levels. | State Boards of Vocational Education<br>Attention: Coordinator<br>Education Professions Development Act, Part F |
| Education for the Public Service | Higher Education Act of 1965, Title IX | To assist institutions of higher education in developing and carrying out programs of graduate-level public service education and in conducting related research. | John L. Chase<br>Division of University Programs<br>Bureau of Higher Education<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-3261 |
| College Library Resources Program | Higher Education Act of 1965, Title II-A | To strengthen library resources of junior colleges, colleges, universities, and postsecondary vocational schools and combinations thereof. | Frank A. Stevens<br>Division of Library Programs<br>Bureau of Libraries and Educational Technology<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 963-7496 |
| Training Instructors for Adult Basic Education | Adult Education Act of 1966 | To train adult basic education instructors, teacher-trainers, administrators, and paraprofessionals. | Eleanor J. Hinsley<br>Division of Adult Education Programs<br>Bureau of Adult, Vocational, and Technical Education<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 963-7254 |

| *Name of Program* | *Authorization* | *Purpose* | *Where to Apply* |
|---|---|---|---|
| Grants for Undergraduate Facilities | Higher Education Facilities Act, Title I, Section 103 | To construct or improve academic facilities in two-year public colleges. | Richard T. Sonnergren<br>Division of Academic Facilities<br>Bureau of Higher Education<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-4457 |
| Undergraduate Equipment | Higher Education Act of 1965, Title VI-A, as amended by Higher Educa-Amendments of 1968, Section 242. | To acquire equipment and materials to improve quality of undergraduate instruction. | State Coordinating Councils for Higher Education |
| Upward Bound | Higher Education Amendments of 1968, Title I-A | To motivate young people from low income backgrounds and inadequate high school preparation with a precollege program. | Francis Halstrom<br>Division of Student Special Services<br>Bureau of Higher Education<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 963-3926 |
| Students Special Services | Higher Education Amendments of 1968, Title I-A | To assist low income and handicapped students to complete postsecondary education. | Keith Stanford<br>Division of Student Special Services<br>Bureau of Higher Education<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-7150 |
| Cooperative Education | Higher Education Act of of 1965, Title IV-D; Labor-HEW Appropriation Act of 1970 | To plan, establish, and implement programs of cooperative education defined as alternate periods of full-time study and full-time public or private employment related to student's academic or occupational goal. | Sinclair V. Jeter<br>Division of College Support<br>Bureau of Higher Education<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-4053 |



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| *Name of Program* | *Authorization* | *Purpose* | *Where to Apply* |
|---|---|---|---|
| Research in Special Vocational Needs | Vocational Education Act of 1963, Part C. Section 131 (a) | To support research and experimental and pilot programs on the education of youth with special needs which prevent them from succeeding in regular vocational programs. | Robert E. Pruitt<br>Division of Comprehensive and Vocational Education Research<br>National Center for Educational Research and Development<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-4395 |
| Institutes on Civil Rights Problems | Civil Rights Act, Title IV | To improve ability of school personnel to deal with school desegregation problems. | Suzanne D. Price<br>Division of Equal Educational Opportunities<br>Bureau of Elementary and Secondary Education<br>U.S. Office of Education<br>Washington, D.C. 20202<br>(202) 962-2018 |

## APPENDIX D

### A GUIDE TO FEDERAL FUNDS FOR URBAN PROGRAMS AT COLLEGES AND UNIVERSITIES

The American Association of State Colleges and Universities has published *A Guide to Federal Funds for Urban Programs*. Although designed primarily for college and university faculty members and administrators, the 112-page guide contains information useful to individuals or organizations seeking federal support for urban activities.

The major portion of the guide is devoted to one-page descriptions of some 75 current federal programs most likely to provide support for urban education and service activities of colleges and universities. The guide provides the following information for each programs: authorizing legislation; amount and availability of funding, including figures on new versus continuation grants and solicited versus unsolicited proposals; program description and current priorities; related publications available; administering agency; and the name, address, and phone number of officials to contact in Washington and in regional offices for further information.

Copies of the guide are available for $3.00 from the Office of Urban Programs, AASCU, Suite 700, One Dupont Circle, Washington, D.C. 20036.